

West Virginia Emergency Operation Plan

Response Annex N-State Military Support

ANNEX N

STATE MILITARY SUPPORT

A. MISSION

The West Virginia National Guard will plan for, coordinate, and control military assistance to civil authorities in accordance with regulations.

B. ORGANIZATION

1. The West Virginia National Guard will determine the resources necessary to support emergency requests, organize a task force or task forces that are best capable of accomplishing the support mission, and order the necessary units to the area of operations. Command and control will remain within military channels.
2. For emergency military support to civil authorities, the State has been divided into major subareas with a principal National Guard unit designated as the State Area Command (STARC), (See Appendix 2). For civil disturbances, the STARC may or may not be used.
3. The Headquarters for the WV National Guard is located at 1703 Coonskin Drive, Charleston, West Virginia.

C. CONCEPT OF OPERATIONS

1. To activate the National Guard, the Governor must sign an executive order, putting the Guard on State active duty. All requests for assistance will be coordinated through the State EOC.
2. The primary responsibility for disaster relief will be with local and/or State government and those Federal agencies designated by statute. When the situation is so severe and widespread that effective response and support is beyond the capacity of local and state government and all civil resources have been exhausted, National Guard assistance may be provided.
3. The following is a list of types of assistance the National Guard could provide: back-up communications, transportation (air and ground), emergency feeding, area security, emergency equipment, medical care and water supply, search and rescue, radiological monitoring and reporting, decontamination assistance, limited fire fighting assistance, initial damage assessment, and engineering support.
4. The National Guard will support State agencies in emergency operations by allocating available resources to "mission-type" requests submitted to the National Guard Operations Center from the State EOC. Military commanders

will retain the authority to determine applicability, amount, types, and duration of support to be rendered.

5. When a local government wishes to request National Guard assistance, it will declare an emergency and notify the State EOC/Governor that adequate response is beyond the capability of local government.
6. Local National Guard units will not respond to requests for assistance from local officials except to save human life, prevent extreme human suffering, or to prevent great damage to or destruction of property. Therefore, unless a request submitted to a local National Guard unit is a life or death situation, that local unit will refer such requests to the State EOC. The State EOC will then determine if the National Guard should respond or if another agency could better accomplish the task. After the National Guard is committed to a mission, the responding National Guard unit will be authorized to coordinate directly with the local officials to accomplish the objectives.
7. Additional missions or changes in scope to approved missions must be requested through the State EOC.
8. A liaison team from the National Guard will be available to the State EOC on request of the State Director of Emergency Services; as part of the initial impact assessment team.
9. National Guard Liaison Officers will be provided to the affected areas on request from the State Director, Office of Emergency Services.

D. AUTHORITIES AND REFERENCES

1. West Virginia Code, Chapter 15, Article 1B, as amended
2. West Virginia National Guard Emergency Plan, November 1998
3. West Virginia Air National Guard Supplement to West Virginia National Guard Emergency Plan, June 1998

ANNEX N
APPENDIX 1

ACTION CHECKLIST – STATE MILITARY SUPPORT

A. Routine Operations

1. Maintain staff duty roster with the State EOC.
2. Maintain current information on organization and capabilities of the West Virginia National Guard.
3. Maintain the STARC EOC, vehicles, and communications equipment.
4. Maintain all office supplies, blank forms, briefing charts, and SOPs.

B. Increased Readiness

A natural or man-made disaster is threatening some part of the State.

1. Communications Watch Level
 - a. Verify the potential emergency situation.
 - b. Identify journal operator and open journal.
 - c. Identify and notify potential support personnel's supervisory chain of command.
2. Initial Alert Level
 - a. Prepare and issue orders as necessary.
 - b. Develop a staffing plan for the STARC Emergency Operations Center.
 - c. Identify a liaison officer and assistant for State EOC staffing.
 - d. Notify major subordinate commands of the emergency situation.
3. Advanced Alert Level
 - a. Staff the STARC EOC with appropriate staff functions.
 - b. Initiate substance/contracting procedures.
 - c. Initiate/coordinate sustained STARC EOC staffing plan

- d. Maintain journal, visual aids, maps, charts, logs, and equipment status reports.

C. Response Operations

1. Mobilization Phase

Conditions continue to worsen requiring full-scale mitigation and preparedness activities.

- a. Issue warning order to affected units.
- b. Submit an initial status report to the Adjutant General.
- c. Establish communications with the HQ of each deployed unit. Issue cellular phones as needed.
- d. Identify periods and personnel for State Active Duty.
- e. Conduct status briefings as needed with recommendations.
- f. Implement guidance from the Adjutant General or Chief of Staff.

2. Emergency Phase

Disaster strikes. An emergency response is required to save lives and protect property.

- a. Receive missions from the State EOC.
- b. Prepare orders and issue guidance to units.
- c. Ensure that reports are submitted/received and recorded.
- d. Post the status of personnel, equipment, and funding.
- e. Maintain an ongoing list of lessons learned throughout emergency operations.

3. Emergency Relief Phase

Assistance is provided to affected individuals and organizations. Stop-gap measures (such as tent cities and potable water trucks) are implemented in order to provide essential services. Preliminary damage assessment surveys are conducted.

- a. Upon request, provide support to affected areas.
- b. Assist in providing communications in affected areas.
- c. Assist in providing temporary equipment and services such as generators, safety/security manpower augmentation, and portable facilities.
- d. Assist with debris management.

D. Recovery Operations

Essential facilities and services are restored. Displaced persons return to their homes. Federal disaster assistance programs are implemented. "Normal" conditions are restored. Severely damaged structures are rebuilt or demolished and replaced. The damaged parts of the transportation, water, and communications infrastructure are replaced. The economy is restored. The duration of this period may extend for two years or more, depending upon the severity of the disaster.

- 1. Recover radios, phones, and other State equipment signed out.
- 2. Review and close out the STARC EOC journal.
- 3. Prepare an after action report. Submit to higher Headquarters.
- 4. Review lessons learned. Modify plans and procedures as needed.
- 5. Prepare a report for reimbursement of disaster-related expenses in accordance with the Stafford Act. Submit to the State EOC.

ANNEX N
APPENDIX 2
ORGANIZATION

State Area Command

West Virginia National Guard
1703 Coonskin Drive
Charleston, WV 25311-1085
Telephone: 1-304-341-6300

HQ WVAIRNG
1679 Coonskin Drive
Charleston, WV 25311-5000
Telephone: 1-304-341-6000

West Virginia Emergency Operation Plan

Response Annex O-Hazardous Materials

ANNEX O

HAZARDOUS MATERIALS

A. PURPOSE

To provide guidance and administration of the State's resources during a hazardous materials (HAZMAT) incident as well as to provide protection of the citizens and environment of the State.

B. SITUATION

1. No single agency within the State is equipped physically or technologically to cope with the possibilities of a serious hazardous materials incident. The local fire departments, the Division of Highways (DOH), and the Division of Environmental Protection (DEP) can handle small HAZMAT incidents by themselves.
2. Facilities subject to the requirements of the Superfund Amendments and Reauthorization Act (SARA) Title III Section 303(c) are listed in the respective individual County Emergency Operations Plans (EOP) and/or their Local Emergency Planning Committee's (LEPC) Plan.
3. Identification of routes that may be used for the transportation of hazardous materials may be found in the Basic Plan of the respective County Emergency Operations Plans.

C. ASSUMPTIONS

1. No area within the State of West Virginia is without risk of being involved in a hazardous materials incident to some degree.
2. Transportation of hazardous materials will be through and within the state on the highway or rail system, by water, and over the state by air routes. These conveyances all present the potential for a hazardous materials emergency.
3. A number of special facilities, such as hospitals, elderly care facilities, schools, jails, etc., are all within the danger zones of possible hazardous materials incidents.
4. There are numerous creeks, streams and rivers, plus a hilly topography that could result in their contamination by a HAZMAT incident.

5. Local Emergency Planning Committees (LEPC) are responsible for preparing the HAZMAT Annex to the county's EOP for the protection of their citizens and the environment within their jurisdiction.
6. The possibility of an incident escalating into other areas has been demonstrated in the past.
7. The wide variation between different substances classed as hazardous materials creates a situation where information must often be collected from varied sources, such as: Chemtrec, the shippers of the substance(s), local chemical companies and their HAZMAT teams, Coast Guard Strike teams, USEPA, private HAZMAT firms, etc.
8. The training and equipment necessary to maintain a HAZMAT response capability is complex and expensive.

D. CONCEPT OF OPERATIONS

1. General
 - a. Our complex, technological society is dependent on many substances used in our manufacturing processes. These substances, as classified by the DOT and EPA, are referred to as hazardous materials.
 - b. Used in a controlled, safe manner, millions of gallons/pounds of these substances are handled daily. It is when these substances escape their controlled condition and impinge on the environment that a hazardous materials incident occurs.
 - c. Hazardous materials can do serious damage to the environment and its inhabitants. There may be complex reactions that can take place when an attempt is made to curtail an incident. This requires that hazardous material incidents be approached as a "combined response" operation. A combined response can be defined as a response incorporating many informational and equipment/manpower sources, including both governmental and private entities.
 - d. The dangers involved in attempting to bring a hazardous materials incident to an end without adequate training, equipment, and logistical support are numerous and obvious. A jurisdiction unable to support an adequate program needs to investigate such options as mutual aid with other jurisdictions or private industry.
 - e. Evacuation or Shelter-in-Place decisions for hazardous materials incidents will be determined by local authorities.

2. Phases of Management

a. Mitigation

- (1) Mitigation requires an understanding of the vulnerability to hazardous materials incidents.
- (2) Responsibility for starting and coordinating mitigation activities lies with the County Emergency Services Director.

b. Preparedness

- (1) Preparedness responsibility must be split between agencies of the state.
- (2) The required preparation of a local HAZMAT response plan, written by the LEPC, is a vital step in the preparedness phase.

c. Response

- (1) A jurisdiction's response will vary due to the decisions made in the Preparedness phase.
- (2) Overall coordination of a situation is exercised by the County Emergency Services Director, on the authority of the County Commission; as long as the incident remains at a local level.

d. Recovery

- (1) The recovery phase will be a continuation of the response phase for as long as it is deemed necessary by the County Emergency Services Director or other governmental/private authorities.
- (2) The recovery phase could be very lengthy, depending on the environmental impingement and the damage and could involve private industry and higher governmental agencies (WVOES, WVDEP, WVDOT, WVBPH, etc.). Authority in this phase could be placed in the hands of County government, Federal agencies, State agencies, or private concerns.

E. ASSIGNMENT OF RESPONSIBILITIES

1. Organization

- a. At the County-level, the County Commissioners and their appointed representative, the Emergency Services Director, will be the overall coordinator of a HAZMAT incident with direction and control emanating from the county EOC. On scene command will be exercised in accordance with State law, by the ranking jurisdictional Fire Officer on-scene, using the Incident Command System (ICS) or a similar county structure.

2. Task Assignments

The State of West Virginia

The roles and responsibilities of State government are outlined in the West Virginia Hazardous Materials Emergency Response Plan (SOP-2) and the WV Code, Chapter 15, Articles 5 and 5A.

F. AUTHORITIES AND REFERENCES

1. The State of West Virginia

- a. West Virginia Code Chapter 15 Article 5, and Article 5A, as amended.

2. Federal Authorities

- a. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended.
- b. Superfund Amendments and Reauthorization Act of 1986.

3. References

- a. Hazardous Materials Emergency Planning Guide, NRT-1, 1987.
- b. Criteria for Review of Hazardous Materials Emergency Plans, NRT-1A, 1988.
- c. Developing a Hazardous Materials Exercise Program, NRT-2, 1990.
- d. Digest of Federal Training in Hazardous Materials, FEMA 134, 1991.
- e. Analysis of Hazardous Materials Emergencies for Emergency Program Managers, SM-110, January 1985.
- f. 1996 North American Emergency Response Guidebook, DOT, 1996.

- g. Technical Guidance for Hazard Analysis, EPA, FEMA, DOT, 1987.
- h. Occupational Safety and Health Guidance: Manual for Hazardous Waste Site Activities. NIOSH/OSHA/USCG/ EPA, 1985.
- i. Site Specific Technical Guidance for Hazards Analysis: Emergency Planning for Extremely Hazardous Substances. EPA, FEMA, DOT, 1987.
- j. Preparedness for Hazardous Materials Emergencies in Railyards: Guidance for Railyards and Adjacent Communities, FEMA, September 1991.

West Virginia Emergency Operation Plan

Response Annex P-Continuity of Government

ANNEX P

CONTINUITY OF GOVERNMENT

A. PURPOSE

Continuity of government of the State of West Virginia must be assured to provide for the effective operation of government during an emergency. This annex describes the legally constituted leadership, authority and responsibilities of government.

B. CONCEPT OF OPERATIONS

1. In the event the Governor is not able to exercise the powers and discharge the duties of his office, or is unavailable, the President of the Senate shall act as Governor.
2. If the President of the Senate is not able to exercise the powers and discharge the duties of the Office of Governor, or is unavailable, then the Speaker of the House of Delegates shall act as Governor.
3. If the Speaker of the House of Delegates is not able to exercise the powers and discharge the duties of the Office of Governor, then the Attorney General, the State auditor, and resident ex-governors of this State, in inverse order of service, shall be so named; until a new Governor is elected, or until a preceding named officer becomes available.
4. State officers, subject to such regulations as the Governor may issue, in addition to any deputy authorized pursuant to law, exercise all of the powers and discharge the duties of the office, designate by title emergency interim successors and specify their order of succession. The officer shall review and revise, as necessary, designations made to insure their current status. The officer will designate a sufficient number of such emergency interim successors so that there will be not less than three (3) nor more than seven (7) such deputies or emergency interim successors or any combination thereof at any time.
5. In the event of an emergency/disaster situation, and in the event that any State officer or his deputy, if any, is unavailable following such an incident, the said powers of his office shall be exercised and said duties of his office shall be discharged by his designated emergency interim successors in the order specified.
6. Such emergency interim successors shall exercise said powers and discharge said duties only until such time as the Governor, or other official authorized to exercise the powers and discharge the duties of the Office of Governor may, where a vacancy exists, appoint a successor to fill the vacancy or until a successor is otherwise appointed, or elected, and qualified as provided by law; or an officer or his deputy or a preceding

preceding named emergency interim successor becomes qualified to exercise or resume the exercise of the powers and discharge the duties of his office.

C. AUTHORITIES AND REFERENCES

West Virginia Code, Chapter 6A, Article 1

West Virginia Emergency Operation Plan

Response Annex Q-Resource of Management

ANNEX Q

RESOURCE MANAGEMENT

A. PURPOSE

The purpose of this annex is to provide for the proper coordination of resources by mitigation and preparedness actions to effectively respond to all types of emergencies and disasters. This mission is to provide an orderly transition from local (county) control and management of resources to State and/or Federal government.

B. SITUATION AND ASSUMPTIONS

1. Situation

- a. This annex is designed to provide guidance for management of resources in an emergency situation.
- b. It outlines procedures for requesting assistance and resources during an emergency.
- c. It establishes a network for response inventory to assist in keeping adequate resources available.
- d. It provides for proper coordination of available resources and their sources through management.

2. Assumptions

- a. In the event of an emergency or disaster, the State may not be able to rely on outside assistance. Therefore, the State must rely mainly on supplies and resources that are available from within. These supplies and resources may be privately owned, city owned, county owned, State owned, or owned by volunteer organizations.
- b. The occurrence of an emergency or disaster situation can result in either the loss of life and/or property. During such an emergency, it is the responsibility of the State to try to protect the lives and property of its citizens. Efforts to mitigate these problems are to be coordinated through the State EOC, where a list of available resources should be on file.

C. CONCEPT OF OPERATIONS

1. In order that a state of preparedness can be maintained in accordance with the policies and procedures set forth in the West Virginia Emergency Operations Plan, where applicable, responsibilities are herein assigned to various departments and agencies of the State as permanent responsibilities. Where no established agency exists to properly administer to a resource area, personnel shall be obtained from private resources normally engaged in areas concerned, i.e., electric, power, food, industrial production.
2. Assigned responsibilities include developing plans to conserve and direct the distribution and use of resources, in accordance with state and federal policy.
3. It is the responsibility of the State to protect the lives and property of its citizens. Among the actions to be taken are the following:
 - a. Commit all, or part, of its available resources necessary to protect lives and property and to relieve suffering and hardship.
 - b. In the event that all resources have been exhausted, assistance may be obtained from the Federal Emergency Management Agency (FEMA) and/or from another state through the Emergency Management Assistance Compact (EMAC). Request for this assistance must be made through the West Virginia Office of Emergency Services (WVOES).
 - c. All agencies and departments of State government should maintain a list of available resources that can be used during an emergency/disaster. This information will be made available to the State OES upon request.
 - d. All agencies and departments of State Government should maintain records of all resources utilized, such as personnel, equipment, and materials.
4. Phases of Management
 - a. Mitigation
 - (1) Plan resource services to be provided in an emergency.
 - (2) Coordinate all activities through the WVOES.
 - (3) Coordinate the use of needed resources during emergencies.
 - b. Preparedness
 - (1) Identify emergency resources and sources for requesting assistance.
 - (2) Prepare and periodically update lists of needed resources.

- (3) Coordinate resources with other agencies and volunteer organizations in order to maintain adequate resources.

c. Response

- (1) Distribute and manage resources.
- (2) Coordinate resources for disaster victims.
- (3) Identify resource distribution centers.
- (4) Coordinate services with local governments.
- (5) Maintain a list of sources available to provide materials, equipment, and other resources during emergencies.
- (6) Coordinate local efforts with other agencies.
- (7) Keep records of services and resources utilized during an emergency.

d. Recovery

- (1) Assess needs of victims.
- (2) Estimate costs to provide resources.
- (3) Assess impact of the emergency on the available resources and identifiable needs.
- (4) Coordinate resource management.
- (5) Provide public information for communication to victims.
- (6) Record resource needs and available supplies.

D. ORGANIZATION

During an emergency, the West Virginia Office of Emergency Services (WVOES) will coordinate and identify essential resources to be rendered to disaster victims. These resource management areas need to be addressed in addition to the normal emergency role of Emergency Services during emergencies.

E. DIRECTION AND CONTROL

The WVOES will be responsible for coordinating resource management activities. The major responsibility is to identify available sources from which needed resources can be obtained during an emergency situation. Coordination of these resources during emergencies will be handled through the State EOC.

F. CONTINUITY OF GOVERNMENT

Lines of succession are in accordance with the Basic Plan. The SEOC is directly responsible for proper coordination of resource management. Provisions for an alternate or backup operation should be established.

G. ADMINISTRATION AND LOGISTICS

1. Accurate records must be maintained of services and resources rendered and obtained during emergencies.
2. Detailed documentation of any assistance given to or received from mutual aid jurisdictions must be maintained and delivered to the proper authorities for disposition of future claims.
3. Problems encountered during the disaster as well as their solutions should be noted for discussion in the After-Action Report.
3. An emergency response critique will be held after the disaster to review each agency's response and determine how the response could be altered in the future to better meet the needs of the population.

H. AUTHORITIES AND REFERENCES

1. West Virginia Emergency Operations Plan
2. Emergency Management Assistance Compact Procedures

West Virginia Emergency Operation Plan

Response Annex R-Food Distribution

ANNEX R

FOOD DISTRIBUTION

A. PURPOSE

To provide guidance for a food distribution service that would monitor and control supplies, transportation, staging areas, and personnel necessary to provide food to the affected population. This includes monitoring deliveries, assisting in food distribution and coordinating mass feeding activities with the welfare service.

B. SITUATION

1. Approximately 40% of West Virginia's food supplies are warehoused within its state boundaries, making West Virginia heavily dependent on out-of-state warehouses for food shipments. Interstate coordination will be required under severe disaster/emergency conditions.
2. It should be noted that it would be difficult for the major food chains to serve the affected areas other than from their warehouses regardless of location. Therefore, food industry personnel favor a food distribution strategy which enables them to continue to operate warehouses located in affected areas.
3. The maximum efficient use of a given supply of food is achieved only when available stocks are evenly distributed.
4. The overall food supply for the affected areas might consist of stocks, home stocks, stocks acquired from the shelves of affected area retailers, supplies diverted through the existing distribution facilities, and mass feeding stations operated by or at the bequest of the government. Within this composite system a number of alternative methods are possible for controlling the distribution of essential food stocks in an equitable and efficient manner.
5. An effective control system would meet the following criteria: Equal access by all to available supplies; access to supplies irrespective of ability to pay; control by the government over ultimate food prices including free distribution when deemed desirable; maximum government flexibility to assess charges for supplies, permitting varying degrees of subsidy; minimum use of resources to supply disaster areas and to distribute supplies within the area; and maximum control over timing of disbursements to even out demand and minimize hoarding.

C. ASSUMPTIONS

1. The State Emergency Operations Center (SEOC) will be operational and functioning under emergency conditions.

2. Evacuation of the area population will be strongly advised, but voluntary. Critical workers and their dependents will evacuate to their designated shelters and commute to the stricken area.
3. Statewide food redistribution programs will commence as soon as conditions permit.
4. Once an evacuation of an area has been directed, it may involve a small area or the entire jurisdiction, depending upon the hazard. The sheltered population will need food supplies for a period of time that could involve anywhere from a few days to weeks. Most food chain representatives indicate that the non-perishable retail stock on hand in a particular area would adequately supply that population for approximately two weeks.
5. Essential food production and processing activities located in the stricken areas will be continued. All agricultural production and processing will be continued, using the work force available.
6. Warehouses located in areas that are operated by independent wholesalers, grocery chains, and institutional suppliers will remain in operation to supply the restaurants, retail outlets and shelters.
7. Kitchen-equipped institutions will be utilized to provide feeding operations for shelters. Area restaurants may expand operations to meet increased demand.
8. Price regulation and single purchase limitations will be introduced prior to the evacuation order to control individual food purchases in retail outlets. Limitations in the area should be low enough to discourage individual hoarding, but high enough to permit the depletion of retail stores before departure.
9. Evacuees will be encouraged to transport as much non-perishable food to the shelter as their own available food stock and transportation will permit.

D. CONCEPT OF OPERATIONS

1. Phases of Management
 - a. Mitigation – Review and update plans, establishing requirements for food supplies and logistical support for these supplies.
 - b. Preparedness
 - (1) Notify persons and organizations identified in the resource list about possible need for the redistribution of food supplies.

- (2) Prepare plans and standard operation procedures (SOPs) for the redistribution of food supplies to coordinate with any existing SOPs the major food chains may have involving the continued supply of food. Include local estimations of how long the stock on hand could supply affected population.
- (3) Determine whether or not sufficient food and water exists to accommodate the population. Review plans for procurement and control of food including rationing plans.
- (4) List institutions with kitchens that could be used for mass feeding purposes.
- (5) Contact the American Red Cross to obtain the benefit of their mass feeding experience.

c. Response

- (1) Inform food industry personnel and assist in provision of additional transportation for food transferal, as needed.
- (2) Provide emergency supplies of food to shelters; shut down nonessential services.
- (3) Maintain control of supply and procurement of food; monitor supply and consumption levels, adjusting as necessary; supervise and assist in removal of unneeded supplies and equipment.
- (4) Publicize establishment of price controls and single-purchase limitations.
- (5) Shipments to affected counties should remain approximately at pre-crisis levels (100% of current shipment rate).
- (6) Staff and equip feeding facilities.
- (7) If transportation equipment is used efficiently, a percentage of the trailer fleet could be used for on-site storage.

d. Recovery

- (1) Shipments should return to pre-crisis levels (100% of current shipment rate).

- (2) Return all records, logs, vouchers, receipts and documents to the County Emergency Services Director.

E. DIRECTION AND CONTROL

Direction and control on the State level will be exercised from the State EOC.

F. ADMINISTRATION AND LOGISTICS

1. All purchasing and requisitions must be fully documented with written approval and guidance given by the Department of Administration/Purchasing Division.
2. Documentation of purchases and returns must be coordinated with the State Auditor.
3. All costs will be borne by the local government, with help from the State, Federal Government, American Red Cross, or Salvation Army where possible.

G. AUTHORITIES AND REFERENCES

1. West Virginia Code, Chapter 15, Article 5, as amended.
2. West Virginia Code, Chapter 19, Article 2, Section 19-2-7, as amended.
3. West Virginia Code, Chapter 9, Article 2, Section 9-28, as amended.
4. West Virginia Donations Management Plan, as amended.

West Virginia Emergency Operation Plan

Response

Annex S- Nuclear Attack Response

ANNEX S

NUCLEAR ATTACK RESPONSE

A. INTRODUCTION

1. While it is generally accepted that the probability of a nuclear attack against the United States at any time in the near future is quite low, other nations continue to develop their capabilities for waging nuclear war. Since, in the past, shifts in national policies have caused rapid changes in international relationships, planners must prepare for every contingency.
2. In recent years, increased nuclear weapons inventories and improved delivery systems have provided several counties the capability to target military, government and industrial centers in the United States.
3. A nuclear attack on the United States would most likely be preceded by a period of international tension and crisis. Sufficient time would be available for protective actions to be taken, including the temporary evacuation of residents from probable target areas to safer locations.
4. For these reasons, and because of other factors that are stated in this annex, the State of West Virginia has adopted evacuation as the primary means of protecting its residents from the effects of nuclear attack. Persons in high-risk areas will be advised to evacuate to areas of lower risk when national or state government officials determine that such actions are warranted.
5. This annex is designed to be responsive to evacuation as a result of a threat of nuclear attack; however, it may be adapted as desired by local governments for slowly developing natural disasters.

B. PURPOSE

To provide for the safe and orderly movement of evacuees out of the hazardous area; and to support the continued operation of key industries and services in the hazardous area. To secure and protect properties in the hazardous area; and to support reception area operations.

C. SITUATION AND ASSUMPTIONS

1. Situation
 - a. The Department of Defense has identified approximately 2300 areas nationwide as high-risk areas on the basis of chemical facilities, counterforce military installations, military support industries, political targets, port targets, power generating facilities, and refineries. These areas have been classified as potential risk areas that may suffer from the direct effects of a nuclear weapons detonation. These effects include, but are not limited to, heat, blast, and initial

radiation. All of West Virginia may be affected by radioactive fallout from nuclear detonations in West Virginia or other states.

- b. Each high-risk area has been assigned to a lower risk area to receive and care for its residents in the event evacuation is implemented.
- c. Evacuees will have to upgrade existing facilities for adequate fallout protection or rely on expedient means of obtaining fallout protection.

2. Assumptions

- a. Increased public interest is expected during a period of international tension, especially when war is perceived as a possibility. Cooperation of persons and organizations involved in both risk and host areas is likely during the period of crisis.
- b. Evacuation will commence only by direction of the Governor, most likely at the order or advice of the President.
- c. Some families may evacuate to second homes or to homes of relatives or friends living outside the high-risk area. The majority, however, will evacuate to assigned low risk areas in family groups in personally owned vehicles, including campers, motor homes, and vacation trailer homes, and will require some degree of local government assistance in securing food and lodging.
- d. Public transportation will be made available for persons who have no means of transportation.
- e. Warning time will be sufficient to allow controlled evacuation of the risk areas. Movement of the population from the high-risk area should be completed within 72 hours after evacuation has been directed.
- f. The use of private households to house evacuees is not planned. All evacuees will be housed in public and other non-residential buildings.
- g. Evacuees will bring sufficient bedding and clothing for their immediate needs, any special medicines needed, and a limited quantity of non-perishable food.
- h. All evacuees will be available for work assignments especially those with training in highly specialized professional fields.
- i. Federal and State employees will not be designated to fill key positions in low risk area assignments, except normal liaison positions, unless released by their governmental employment and their place of employment is within the low risk area.

- j. Some portion of the high-risk area population (most likely between 10 and 20%) will not evacuate, but will remain in the risk area. This population will have to have the basic life support services made available.
- k. While the national economic system will continue to operate normally to the extent possible, some government controls or restrictions may be required to insure that essential services are provided.
- l. Financial assistance will be made available to those who qualify by the federal government, utilizing normal channels and procedures as much as possible.
- m. Such an evacuation will require a full commitment of jurisdiction resources and maximum interjurisdictional cooperation.
- n. Increased demands on food, fuel, and other supplies may require formation of a Resources Priorities Board to effect conservation and/or rationing.
- o. The evacuation period may be terminated by a peaceful resolution of the crisis or by a nuclear attack on the United States. Planning must be accomplished for both contingencies.
- p. Local government officials will direct the orderly movement back to the high-risk areas after being advised by the Governor, who will act in concert with national policy.

D. EXECUTION

1. Concept of Operations

- a. Phases of operations: Actions described in this annex are identified with the time period or phase during which they should be carried out. Relocation operations are divided into six (6) phases:
 - (1) Pre-Crisis - This phase is the normal day-to-day peacetime posture. As much planning and preparation as possible is accomplished during this time.
 - (2) Increased Readiness - This phase begins when, as a result of deterioration of international relations, it appears that relocation may be imminent. During this phase, local government should undertake improving operational capabilities, printing of public information materials, expanding service organizations, training augmentees, updating plans and such other actions as may be deemed necessary in preparation for the relocation/evacuation and care of the citizens of the State of West Virginia.

- (3) Movement - This phase covers the period from when the recommendation to relocate is given by proper authority until the last relocatee reaches his/her destination in his/her assigned host area. Due to differences in travel times, this period will vary from jurisdiction to jurisdiction within the State. It is during this period that traffic control points, rest areas, and registration centers are manned and such other actions taken as are deemed necessary for the reception of the evacuees.
- (4) Relocated - This phase begins when the last evacuee has reached his/her destination and continues until an attack occurs or until authorities determine that the relocatees can safely return to their homes in the risk area. Relocatees will continue to live in assigned congregate care facilities unless a nuclear attack followed by fallout dictates a move to shelters. During this phase, local government will be primarily concerned with providing fallout shelter, food, lodging, health and medical care for the citizens of the county. In addition, local government will assist local essential industries to operate, and provide, to the extent possible given available resources, protection for the property of the citizens of the jurisdiction. Until achieved, the priority action in each community must be the provision of adequate fallout shelter for all persons.
- (5) Shelter - This phase begins with the receipt of an attack warning or with the detection of an actual attack. It will continue until such time as local officials are able to determine that fallout radiation levels in the community no longer require prolonged shelter occupancy. During this phase, local government will be primarily engaged in providing logistic support of the sheltered population as may be required.
- (6) Return - This phase begins when authorities determine that the relocatees can safely return to their homes in the risk area. Local government will be primarily engaged in controlling the returning traffic and in restoring local facilities to their pre-crisis state.

b. Services to Be Provided

- (1). The release of information designed to inform the citizens of the State of West Virginia about the relocation of those in the risk portion of the jurisdiction to the host portion. To also provide guidance on available fallout shelters, and the preparation of upgradeable or expedient shelters.
- (2) Support for the safe and orderly movement of evacuees from the high risk area to the low risk area, and if possible, their return to their homes.

- (3) The registration, housing, feeding and general welfare support of the citizens of the State of West Virginia. This includes the use of public, commercial and other non-residential buildings to house all evacuees requiring housing.
- (4) Medical treatment of persons either in present facilities or in ones organized on a temporary basis.
- (5) The creation of adequate fallout protection for the citizens of the jurisdiction. This will include the upgrading of existing buildings, and, if necessary, the construction of expedient shelters.
- (6) Support for the maintenance of essential activities and services in both the risk and host areas of the State.
- (7) Restoration of buildings used as lodging and/or fallout shelters to their pre-crisis condition as rapidly and completely as possible following the end of the crisis.

c. Local Effects

- (1) Essential activities and services will remain in operation. However, evacuation will necessitate the adjournment of school and may cause the cessation of activities and services deemed non-essential.
- (2) Implementation of a ration/voucher system or other economic devices may replace cash exchanges for acquisition of food and other necessities by residents as well as evacuees. Non-essential goods and services may not be available.
- (3) Limitations on the use of private vehicles not involved in essential activity may be necessary to reduce traffic congestion and conserve fuel.
- (4) Curfews may be imposed and/or restricted areas established in response to security measures.

2. Assignment of Emergency Functions

- a. Organization: The Emergency Operations Organization consists of an Executive Staff for direction and control and such emergency operating services as are necessary for the support of relocation operations. The regular services established in the basic Emergency Operations Plan have been grouped into five (5) services. Each regular department head will retain normal responsibilities, but may report to one of the service chiefs of the groups listed

below, who will be especially selected by the jurisdictional Chiefs Executive as a coordinating echelon for executive control. Below is a brief description of each of the services.

- (1) Police Service: Provide law enforcement, traffic control, warning, communications, police support to lodging and shelter facilities, security of vital facilities and supplies.
- (2) Fire and Rescue Service: Limit loss of life and property from fires and other emergencies. Provide public training in fire prevention and suppression, provide leadership in search and rescue, and decontamination activities.
- (3) Health and Medical Service: Provide emergency medical care and treatment for the ill and injured, coordinate reception and assignment of evacuated medical personnel and equipment, safeguard public health, minimize incidence of communicable disease, coordinate burial of the dead.
- (4) Reception and Care Service: Provide support for the human needs of residents and evacuees, provide lodging, feeding, and shelter support for population, arrange for orderly return to normal services at the end of the relocation period.
- (5) Resource Service: Manage the supply and distribution of essential goods and services to the increased population.

b. Manpower: Trained personnel from all available sources will be utilized to the fullest extent. Trained auxiliaries and volunteer groups will be used to augment normal government service personnel.

3. Support

Request for State or Federal assistance will be made to the West Virginia Office of Emergency Services (WVOES) in Charleston.

E. ADMINISTRATION AND LOGISTICS

1. Risk area residents will be asked to bring such necessities as bedding, clothing, special medications, and non-perishable goods. If possible, evacuees' non-perishable food supplies should be conserved for use during the shelter phase.
2. Evacuees/relocatees will be asked to assist in providing necessary services.
3. It is anticipated that increased demand will cause some resources to become critical during the relocation period. Procedures must be established to insure that available

resources will be utilized as effectively and judiciously as possible. State and local statutes authorize the use of price controls and rationing as measures for management of available equipment and supplies.

4. Essential emergency supplies and equipment that cannot be obtained through normal channels will be obtained by request from the Resource Service after coordination through the WVOES.
5. Accurate records and accountability for all resources/supplies must be maintained for future reimbursement or adjustment. All jurisdictional government employees having the responsibility for the requisition or use of any private property must provide a receipt to the owner or possessor of the property, and retain a duplicate as a basis for settlement of claims.

F. DIRECTION AND CONTROL

1. This annex will be implemented upon receipt of the Governor's recommendation to evacuate/relocate residents of high-risk residents to areas of low risk.
2. The Emergency Operations Center (EOC) is the central point for all disaster/crisis operations. Coordination and supervision of all services will be through the EOC in order to provide for the most efficient management of resources.
3. Communications, insofar as possible, will be through normal channels. All emergency communications facilities will be coordinated from the EOC. The communications available to the Executive Staff are outlined in the Communications Annex in the West Virginia Emergency Operations Plan.

G. AUTHORITY AND REFERENCES

1. West Virginia Code Chapter 15, Article 5, as amended., "Emergency Services"
2. West Virginia Handbook for Crisis Relocation.
3. National Security Decision Directive (NSSD) No. 259, February 1987.
4. CPG 2-8-A, Guide for Crisis Relocation Contingency Planning, Overview of Nuclear Civil Protection Planning, DOD/DCPA, January 1979.
5. CPG 2-8-B, Guide for Crisis Relocation Contingency Planning, State (and Regional) Planning, DOD/DCPA, January 1979.
6. CPG 2-8-C, Guide for Crisis Relocation Contingency Planning, Operations Planning for Risk and Host Areas, DOD/DCPA, January 1979.

7. SLG 101, Guide for All-Hazard Emergency Operations Planning, FEMA, September 1986.
8. SLG 100, Guide for Increasing Local Government Civil Defense Readiness During Periods of International Tension, FEMA, May 1990.

West Virginia Emergency Operation Plan

Response Annex T- Terrorism

ANNEX T
TERRORISM

A. PURPOSE

To provide procedures for response to threats or acts of terrorism in the State of West Virginia.

B. SITUATION

1. Terrorism creates a climate of fear and intimidation by means of threats or violent activities causing a sustained fear for personal safety in order to achieve social, political goals, or personal goals. Terrorist acts could include the threat of kidnapping, bombing, sabotage, assassination, annihilating a large portion of the civil population, or the actual committing of the act.
2. The threat of terrorism throughout the world is growing at an alarming rate. Terrorism can be either domestic or international in scope. Terrorist activity may range from hostage situations to an attack on any target that can disrupt the government or bring attention to further their goals.
3. In order for terrorism to remain a viable news media event, it must over time escalate its attacks on society. Chemical, biological, and/or nuclear weapons or weapons combining conventional explosive material with these materials may be used to maintain this news media viability.

C. ASSUMPTIONS

1. The citizens and property in the State are subject to terrorist activities.
2. The effects of terrorism can be reduced by responsible training and implementation of established counter-terrorist procedures.
3. Terrorist incident with little or no advance warning.
4. The capability of managing the consequences of a threat or an actual terrorist incident.

D. MISSION

To establish the procedures and policies that will prevent or minimize terrorist activities, apprehend the persons responsible for the incident, and maximize the effectiveness of the State's response to, and recovery from a terrorist incident.

E. DIRECTION AND CONTROL

1. The Secretary of the Department of Military Affairs and Public Safety or his designee will coordinate the State of West Virginia's management of terrorism incidents.
2. The West Virginia State Police will be the lead law enforcement agency.
3. The Office of Emergency Services will activate the State Emergency Operations Center to serve as the coordination center for emergency operations.
4. If the Federal Government becomes officially involved, the Federal Bureau of Investigation (FBI) will become the lead agency with State and local agencies acting in support.

F. CONCEPT OF OPERATIONS

1. Operations and missions under this plan will be carried out during given distinct time periods: Preparedness, Response, and Recovery.
 - a. The Preparedness Phase covers normal readiness.

During this period plans will be reviewed to ensure they are still valid. All agencies will conduct an annual training exercise.
 - b. Response Phase

The Emergency Operations Period begins when a threat of and/or the use of a terrorist device has been confirmed which will impact the State of West Virginia.
 - c. The Recovery Phase begins when the threat is contained.

Both crisis management (law enforcement) and consequence management (emergency services) will be occurring concurrently, with crisis management being the lead until a transition to consequence management is coordinated.
2. All terrorist threats or activities must be reported to local law enforcement agencies and the West Virginia State Police. Local Emergency Management agencies and the West Virginia Office of Emergency Services will not be part of the direct law enforcement response to a terrorist incident. Local OES and WVOES will act to coordinate actions in support of the law enforcement activities. The actual situation will determine if local Emergency Operations Centers and the State Emergency Operations Center should be activated.

3. The heads of the various State Departments and agencies are responsible for the security of their respective personnel, equipment and facilities. The West Virginia State Police, the State's first-line of response to terrorism, and the West Virginia Office of Emergency Services will provide services as necessary.
4. Responsibility for counter-terrorism activities against non-military targets rests with the local government. Prompt response employing such actions as citizen evacuation and isolation of the incident, may prevent further personal injury or loss of life.

Local officials are generally not equipped to deal with a terrorist incident. Therefore, assistance will be needed immediately from the West Virginia State Police and the West Virginia Office of Emergency Services. If the severity of the incident warrants such action, Federal agencies will be requested to support local and state officials.

5. Information on terrorist activities and terrorist demands will be reported to the West Virginia State Police and the West Virginia Office of Emergency Services.
6. National Guard assistance will complement, but it is not a substitute for civil law enforcement during terrorist activities. The National Guard may be called to Federal active duty by the President or to State active duty by the Governor for an incident which exceeds the full capabilities of local and State government resources. When the situation is one of life and death, local commanders may respond to emergency mission-type requests received directly from civil authorities within their supported jurisdictions without waiting for approval from The Adjutant General (TAG).

G. ORGANIZATION AND RESPONSIBILITIES

State

1. Departments and agencies
 - a. Be prepared to send agency personnel to the State Emergency Operations Center and staff the State Rapid Impact Assessment Team.
 - b. Provide trained personnel to identify and report terrorist threats and acts.
 - c. On a regular schedule, check security systems presently in place and implement security necessary to protect State property and employees from terrorist acts.
 - d. Emergency notification procedures to reflect personnel changes and additions for accessing State buildings and property in control by various agencies should be updated on a regular basis.

- e. Emergency equipment and supplies in State agencies need to be checked for usability and reliability (emergency generators, water and lighting systems, etc.).
- f. Insure adequate security measures are in place to protect State officials from terrorist acts.
- g. Apprise employees of the possibility of terrorist acts in relation to their agency's responsibilities and request them to report unusual activities.
- h. Conduct terrorist awareness training (force protection).
- i. Provide additional counter-terrorism support and implement measures requested by the WVOES.

West Virginia Office of Emergency Services

- a. Activate the Rapid Impact Assessment Team and the State Emergency Operations Center when notified of a terrorist incident.
- b. Coordinate damage assessment operations.
- c. Provide a communications link with contiguous states, Federal and local governments.
- d. Maintain a key facilities list.

West Virginia State Police

- a. Provide assistance to State departments, agencies and local jurisdictions in counter-terrorism planning, training and exercises.
- b. Provide assistance to local governments at the scene of a terrorist incident.
- c. Evaluate the nature, credibility and implications of the threat.
- d. Coordinate investigative efforts with appropriate local, State and Federal law enforcement agencies.
- e. Establish internal policies and procedures.
- f. Conduct hostage rescue operations by providing tactical, negotiations, intelligence and logistical support personnel.

- g. Provide equipment (including unconventional heavy weapons) and chemical, aircraft, communications, and transportation capabilities.
- 2. Private
 - a. Be responsible for personnel, equipment and facility security, plan development, training and exercises.
 - b. Establish personnel control lists for building and property access.
 - c. Train personnel to identify and report terrorist threats and acts.
 - d. Identify probable terrorist targets within the organization.
- 3. Federal
 - a. General: The Department of Justice (DOJ) is designated as the Lead Federal Agency (LFA) for threats or acts of terrorism that take place within the U.S. The DOJ assigns lead responsibility for operational response to the FBI. In this role, the FBI is the Federal Lead responsible for crisis management response to threats or acts of terrorism that take place within U.S. territory.
 - b. FEMA is designated as the Lead Agency for consequence management within U.S. territory. It is FEMA policy to use FRP structures to coordinate all Federal assistance to State and local governments for consequence management.
- 4. The FBI will
 - a. Appoint an FBI On-Scene Coordinator (OSC) to manage and coordinate the Federal operational response (crisis and consequence management).
 - b. Establish a primary Federal operations center for crisis management in the field.
 - c. Convene meetings with operational decision makers representing lead, State and local crisis management agencies, FEMA, and lead State and local consequence management agencies in order to provide an initial assessment of the situation, develop an action plan, monitor and update operational priorities.

5. FEMA

- a. Supports the overall LFA by operating as the Lead Agency for consequence management until the overall LFA role is transferred to FEMA.
- b. Consult with the State to determine if a Federal consequence management response is required.
- c. Establish a JIC to serve as the media arm of the DFO and coordinate information gathering and release with the media component of the Joint Operating Center (JOC) and the Joint Information Center JIC established by the FBI.
- d. Appoint a regional operations center (ROC) director or FCO to manage and coordinate the Federal consequence management response in support of State and local governments.

6. Other Federal agencies will support the technical operations of the FBI and FEMA. These include the DOD, DOE, DHHS and EPA.

H. AUTHORITIES AND REFERENCES

1. West Virginia Code, Chapter 15, Article 5, as amended
2. Federal Response Plan, as amended

I. DEFINITIONS

Biological Agents:

The FBI Weapon of Mass Destruction (WMD) Incident Contingency Plan defines biological agents as microorganisms or toxins from living organisms that have infectious or noninfectious properties that produce lethal or serious effects in plants and animals.

Chemical Agents:

The FBI WMD Incident Contingency Plan defines chemical agents as solids, liquids, or gases that have chemical properties that produce lethal or serious effects in plants and animals.

Consequence Management:

FEMA defines consequence management as measures to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of terrorism.

Credible Threat:

The FBI conducts an interagency threat assessment that indicates that the threat is credible and confirms the involvement of a WMD in the developing terrorist incident.

Crisis Management:

The FBI defines crisis management as measures to identify, acquire, and plan the use of resources needed to anticipate, prevent and/or resolve a threat or act of terrorism.

Nuclear Weapons:

The effects of Nuclear Weapons (DOE, 1977) defines nuclear weapons as weapons that release nuclear energy in an explosive manner as the result of nuclear chain reactions involving fission and/or fusion of atomic nuclei.

Terrorist Incident:

The FBI defines a terrorist incident as a violent act, or an act dangerous to human life, in violation of the criminal laws of the United States or of any State, to intimidate or coerce a government, the civilian population, or any segment thereof in furtherance of political or social objectives.

Weapon of Mass Destruction:

Title 18, U.S.C. 2332a, defines a weapon of mass destruction as (1) any destructive device as defined in section 921 of this title, [which reads] any explosive, incendiary, or poison gas, bomb, grenade, rocket having a propellant charge of more than four ounces, missile having an explosive or incendiary charge of more than one-quarter ounce, mine or device similar to the above; (2) poison gas; (3) any weapon involving a disease organism; or (4) any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.

West Virginia Emergency Operation Plan

Response Annex U- Drought

ANNEX U

DROUGHT

A. PURPOSE

1. The purpose of this annex is to provide an effective and systematic means of assessing and responding to a drought emergency.
2. The West Virginia Office of Emergency Services (WVOES) will use the following two (2) policies in all drought emergencies:
 - Any time a city, community or public water supplier who depends on impoundment's as its main source of water, and the impoundment reaches a point of a 60 day remaining supply of water, WVOES will recommend to the governor that Mandatory Water Conservation Rules be instituted.
 - Any time a city, community or public water supplier who draws water from streams, either small or large, exceeds 25% of the stream flow it will also be include in the Mandatory Water Conservation Rules.

B. SITUATION AND ASSUMPTIONS

1. Situation

Drought is a cyclical weather phenomenon, which can have a profound effect upon the State of West Virginia. It is progressive in nature, and its presence may not be recognized until it reaches a severe level.

Drought impacts the State with a variety of complex problems, which, if identified and evaluated, can be dealt with in a well-organized manner.

The most significant impacts which confront the State are in the areas of agriculture, forestry, fish and wildlife, recreation and tourism, public and private water supplies, water quality, and economic impacts.

This plan is based upon current legislation and authorities, which do not provide for the mandatory allocation of water supplies to the State.

- a. Drought is defined as a prolonged period of abnormally dry weather, where the lack of sufficient precipitation causes a serious hydrologic unbalance, having economic and/or social consequences which may affect all or a portion of the State of West Virginia.
- b. Drought severity depends upon the degree of moisture deficiency, the duration, and the size of the effected area.
- c. Drought is considered a meteorological phenomenon rather than the result of underdeveloped public water supply systems.
- d. The State of West Virginia via cooperators monitors precipitation, ground water levels, stream flows, snowpack, and water quality and utilizes the Palmer Drought Severity Index (See Appendix 1) and other indices to ascertain drought potential.
- e. West Virginia receives an annual average of 42.00 inches of precipitation which recharges ground water and reservoirs. Extended droughts severely diminish the amount of water in streams, reservoirs and aquifers.
- f. The population of West Virginia is equally dependent on public ground water systems, private wells or cisterns and surface water for their water supply.

2. Assumptions

- a. Droughts can be categorized into two different types, each one affecting the other: Agricultural and Hydrological.
 - (1) Agricultural Drought is a moisture deficiency seriously injurious to crops, livestock, or other agricultural commodities.
 - (2) Hydrological Drought is evidenced by reductions in stream flow and in lake and reservoir levels, depletion of soil moisture, a lowering of ground water table and consequently a decrease in ground water discharge to streams and lakes.

- b. Three indicators are frequently utilized, along with specific water resource information, to determine drought conditions.
 - (1) Crop Moisture Index (See Appendix 1) measures soil moisture to a depth of approximately five feet (5') and is the most commonly used indicator of short-term drought affecting agriculture.
 - (2) Palmer Hydrological Drought Index (See Appendix 1) measures the reduction in streamflow, lake and reservoir levels, and the lowering of ground water levels.
 - (3) The Palmer Drought Severity Index (See Appendix 1) depicts prolonged abnormal dryness or wetness over a period of months or years. The index reflects long-term moisture, runoff, recharge, precipitation, deep percolation and evapotranspiration. It is useful in measuring disruptive effects of prolonged dryness or wetness on water sensitive economies, designating disaster areas of drought or wetness, and reflecting the general long-term status of water supplies in reservoirs and streams.

2. Phases of the Drought Response System

State of West Virginia response to a drought situation whether agricultural and/or hydrological is divided into four phases:

a. Phase I – Normal Conditions

A drought monitoring and assessment system is required to provide enough time for State and local decision-makers to take appropriate action.

b. Phase II – Drought Alert

- (1) When the Palmer Drought Index (See Appendix 1) reads -2.0 to -3.0 and streamflow, reservoir levels, the ground water levels are below normal over a several month period, and/or the State Director of Emergency Services determines Phase II activities are required, then the Governor will be requested to make a Drought Alert Declaration.

- (2) The Drought Alert may be issued for all or a portion of the State of West Virginia based on data collected. Conditions would indicate the potential for a serious water shortage or agricultural emergency with below normal precipitation and declining streamflows and ground water levels are expected over a period of one to two months.
- (3) The State Director of Emergency Services with representatives from the following agencies will implement the Drought Annex:
 - (a) WV Division of Environmental Protection
 - (b) WV Department of Agriculture
 - (c) WV Office of Emergency Services
 - (d) National Weather Service-Charleston
 - (e) Farm Service Agency
 - (f) WV Public Service Commission
 - (g) U.S Army Corps of Engineers
 - (h) WV Department of Health and Human Resources
 - (i) WV Department of Transportation
- (4) The WVOES shall carry out these and other tasks as assigned during this phase.
 - (a) Conduct meetings with the above agencies to address issues.
 - (b) Provide a reporting system format and regularly issue reports on drought status through Phases II-IV of a drought.
 - (c) Identify resource information gaps and make recommendations for improvement.

- (d) Provide a water availability report, comprised of information on precipitation, streamflow, reservoirs, ground water levels, and reports of dry or impacted wells, and forecasted weather. WVOES will provide this report to the Governor.
- (e) Provide supplemental reports whenever a significant weather event occurs or as requested.
- (f) Place continuous emphasis on improving the capability to provide accurate and timely assessments of water availability or agricultural deficiencies.
- (g) Development of additional assessment information and the identification of emergency needs.
- (h) Make recommendations to the Governor concerning State level response and recovery.
- (i) Develop and provide weekly Situation Reports (Sitreps) on the drought.
- (j) Monitor trend and serve as the technical advisor for State and local decision-makers.
- (k) Provide drought awareness information for the public and the media.
- (l) Make recommendations relating to proposed State actions, including but not limited to, monitoring and reviewing of potential impacts on the State's agricultural, economy, environmental, and natural resources.
- (m) Review, approve, and provide updated information for this annex.
- (n) Identify resource deficiencies that may aggravate drought effects.
- (o) Coordinate with Governor's Office and other organizations as needed to develop drought legislation.

- (5) The Drought Alert would be rescinded once rainfall, streamflows, reservoir levels, and ground water levels return to normal or near normal levels for that time of year. The Palmer Drought Severity Index (See Appendix 1) would be above -1.0.

c. Phase III – Conservation Phase

- (1) Phase III is activated when the Palmer Drought Severity Index (See Appendix 1) is between -3 to -4 and/or when the State Director of Emergency Services determines that Phase III activities are required. Streamflow, reservoir levels and ground water levels continue to decline, and forecasts indicate an extended period of below normal precipitation.
- (2) During Phase III monitoring, oversight, and analysis activities are increased. Water conservation measures are increased. Partial activation of the State Emergency Operations Center (SEOC) may occur depending upon the needs/requests of citizens and public officials in drought stricken areas of the State.
- (3) The Conservation Phase would return to a Drought Alert when precipitation increases, streamflows, reservoir levels, and ground water levels stop their decline and the Palmer Drought Severity Index (See Appendix 1) begins to rise to -2.0 or higher or when the State Director of Emergency Services determines the Phase II actions are required. Extended forecasts should indicate a return to normal conditions.

d. Phase IV – Drought Emergency

- (1) Phase IV is activated when the Palmer Drought Severity Index (See Appendix 1) is lower than -4 and/or the State Director of Emergency Services determines that Phase IV activities are required. The Governor may issue a Drought emergency declaration when water supplies are inadequate to meet projected demands and extreme measures must be taken. Forecasts will indicate that precipitation levels, streamflows, reservoir levels, and ground water levels will continue to decline.

- (2) The Governor's declaration empowers State agencies to review allocation of supplies in communities not adequately responding to their water shortage; and to implement emergency programs and actions as provided in the West Virginia Code.

C. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. Organization

a. Federal

The following agencies of the federal government may assist the State of West Virginia during drought emergencies with a variety of loans, grants and programs for material and personnel support.

U.S. Department of Agriculture
U.S. Department of Commerce
Internal Revenue Services
Small Business Administration
Federal Emergency Management Agency
U.S. Department of Labor
U.S. Army Corps of Engineers
General Service Administration
U.S. Department of Interior

Although some federal assistance and resources are released for use prior to a formal declaration of a drought emergency, most federal assistance is available only after a Presidential Declaration.

b. State

- (1) The following State agencies may provide assistance to local governments during drought emergencies.

WV Department of Agriculture
WV Department of Health and Human Resources
WV Division of Natural Resources
WV Bureau of Employment Programs
WV National Guard
WV Taxpayers Services Division
WV Office of Emergency Services

- (2) Monitoring of the drought situation will be maintained throughout Phase II – Phase IV with appropriate State assessment and response/recovery recommendations being made to the Governor.
- (2) Although some State assistance and resources are released for local use prior to a formal declaration of a drought emergency by the Governor, most State assistance is available only after a State declaration, as requested by local authorities.

2. Assignment of Responsibilities

a. West Virginia Office of Emergency Services (WVOES)

- (1) Develop weekly Situation Reports (Sitreps) of the drought.
- (2) Refer to Annex C-Communications, and Annex M-Public Information in the West Virginia Emergency Operations Plan (WVEOP) for coordination functions applicable to all emergencies.
- (3) Coordinate the use of the WV Division of Highways and WV National Guard water tankers/buffaloes for use by local communities.
- (4) Coordinate all drought-related press releases with the news media.
- (5) Identify sources of water hauling and pumping capabilities.
- (6) Assure family emergency information is provided to the public.
- (7) Develop written updates of this annex for review, recommendations and approval.

b. WV Division of Environmental Protection (WV DEP)

- (1) Monitor water quality on a regular basis and provide this information to the WVOES.
- (2) Post streams where water quality standards are not met.

- (3) Coordinate with the WV Department of Health and Human Resources on the release of drought related health advisories.
- (4) Maintain information on outlet discharge capacity of State owned dams/reservoirs and improve structural work as appropriate for State owned dams/reservoirs.

c. WV Department of Health and Human Resources (WV DHHR)

- (1) Provide increased monitoring of bulk water haulers and tankers through the Office of Environmental Health Services district offices in cooperation with county and local government agencies. Require public water utilities to document all sales of finished water to contract haulers. offices.
- (2) Document number of new and replacement wells drilled.
- (3) Perform routine laboratory testing for total and fecal coliforms for well samples submitted by the local health departments.
- (4) Provide public instruction via press release and/or for individual inquiry for the disinfection of drinking water supplies, as necessary, in drought impacted areas of the State, in cooperation with county health departments and Office of Environmental Health Services district offices.
- (5) Provide information on food safety via press release and/or for individual inquiry, as necessary, in drought impacted areas of the State, in cooperation with county health departments and Office of Environmental Health Services district offices.
- (6) Permitting and inspection of bottled water plants and distributors.
- (7) Review available stream flow data from USGS Internet website and advise WVOES when withdrawal rates by public water utilities reaches a level of concern.

- (8) To provide technical assistance to public water utilities on an as needed basis for modification to treatment processes which may be required to facilitate adequate treatment of water from alternate sources or unusual source water quality conditions such as lower stratum of reservoirs.
- (9) Provide design standards information for various individuals and public water supplies.
- (10) Provide information for water quality criteria for recreational contact with water in streams and lakes on request.

d. WV Department of Agriculture (WV DOA)

- (1) Identify and monitor water impoundment's that can be used as water resources.
- (2) Coordinate with the U.S. Department of Agriculture in collecting information regarding critical shortages of water and livestock feed.
- (3) Provide information to farmers on crops and livestock.
- (4) Plan for the emergency distribution of livestock feed.
- (5) Assist in encouraging cutbacks of agricultural use of water.

e. WV Public Service Commission (WV PSC)

- (1) Regulated investor owned utilities advise PSC of their drought status, establish contact person and alternate for weekly status report, and recommend conservation education.
- (2) Recommend voluntary cutbacks on water usage.
- (3) Advise PSC regulated investor owned utilities to follow their tariffs with regard to voluntary and mandatory conservation measures.
- (4) Initiate recommendations for water conservation based upon recognized priorities.

- (5) Provide weekly reports on current status of PSC regulated investor owned utilities ability to provide service to their customers.
 - (6) Assist in encouraging cutbacks of industrial use of water.
 - (7) Monitor events that may/will impact on this or other PSC regulated investor owned utilities.
- f. Farm Service Agency (FSA)
 - (1) Provide assessments of drought damage.
 - (2) Coordinate requests for drought related Presidential Declaration of Drought Emergency.
 - (3) Recommend federal drought assistance declaration to the Governor through the WVOES.
 - (4) Implement federal drought assistance programs.
 - (5) Administer drought-related relief in coordination with the WV Department of Agriculture.
- g. U.S. Army Corps of Engineers (USACE)
 - (1) Coordinate the development of drought plans and procedures for lakes, dams, etc. within the State of West Virginia under the jurisdiction of the Corps of Engineers.
 - (2) Provide information/reports as needed to WVOES.
 - (3) Coordinate USACE drought related activities with WVOES and affected West Virginia localities.
 - (4) Provide water from USACE reservoirs/dams, as available during emergencies.
- h. National Weather Service

Provide research and reports on local weather patterns and forecasts to support drought related planning and response activities.

E. PLAN DEVELOPMENT AND MAINTENANCE

1. The WVOES is responsible for the maintenance of this annex. It will be reviewed annually by appropriate State and federal agencies, updates will be provided as needed.
2. Each affected State agency shall develop operating procedures to implement their responsibilities as identified within this plan.
3. Each State and federal agency responding to the drought will prepare interim and a final report on their activities and submit a copy to the WVOES.

F. AUTHORITIES AND REFERENCES

1. Authorities

a. Federal

- (1) PL 93-288, The Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988, as amended.
- (2) PL 84-99, Emergency Authority, as amended U.S. Army COE.
- (3) Safe Drinking Act of 1986, as amended.
- (4) Code of Federal Regulation (CFR) Title 44, Emergency Management and Assistance, 1996, as amended.

b. State

- (1) WV Code, Chapter 15, Article 5; WV Office of Emergency Services, as amended.
- (2) WV Code, Chapter 16; WV Department of Health and Human Resources, as amended.
- (3) WV Code, Chapter 19; WV Department of Agriculture, as amended.
- (4) WV Code, Chapter 22; WV Division of Environmental Protection, as amended.
- (5) WV Code, Chapter 24; WV Public Service Commission, as amended.

- (6) WV Code, Chapter 15, Article 1 and 6; WV National Guard, as amended.

2. References

- a. WV Drought Emergency Action Plan, WV DOA, 1999
- b. State of Ohio Drought Response Plan, 1994
- c. State of New Jersey Drought Emergency Plan, 1991
- d. State of North Carolina Emergency Operations Procedures for Drought, 1994
- e. State of Oklahoma Drought Management Plan, 1997
- f. State of Oregon Drought Annex, 1991
- g. State of Utah Drought Response Plan, 1993
- h. Disaster Assistance: A Guide to Recovery Programs, FEMA 229(4), November, 1995
- i. "Preparing for Drought in the New Millennium," Report of the National Drought Policy Commission, March, 2000

ANNEX U

APPENDIX 1

PALMER DROUGHT AND CROP MOISTURE INDICES

I. Palmer Drought Severity Index

Above +4	Extremely Moist Spell
3.0 to 3.9	Very Moist Spell
2.0 to 2.9	Unusual moist Spell
1.0 to 1.0	Moist Spell
0.5 to 0.9	Incipient Moist Spell
0.4 to -0.4	Near Normal
-0.5 to -1.9	Incipient Drought
-1.0 to -1.9	Mild Drought
-2.0 to -2.9	Moderate Drought
-3.0 to -3.9	Severe Drought
Below -4.0	Extreme Drought

II. Crop Moisture Index

Above +3	Extremely Wet
2.0 to 2.9	Wet
1.0 to 1.9	Abnormally Moist
0 to 0.9	Slightly Dry
0 to -0.9	Favorably Moist
-1.0 to -1.9	Abnormally Dry
-2.0 to -2.9	Excessively Dry
-3.0 to -3.9	Severely Dry
Below -4.0	Extremely Dry

West Virginia Emergency Operation Plan

Response Annex V- Energy Resources

ANNEX V

ENERGY RESOURCES

A. PURPOSE

1. To establish policies and procedures to be used by the state responding to and recovering from fuel shortages, power outages and capacity shortages which impact or threaten to impact significant numbers of citizens.
2. To coordinate provision of emergency supply and transportation of fuel.
3. To coordinate provision of emergency power to support immediate response and recovery operations as well as restoring the normal supply of electric power.

B. SITUATION

1. Fuel shortages may be caused by disruption of normal supply distribution during severe weather conditions.
2. Power outages and capacity shortages may be caused by unusually hot or cold weather, transmission limitations, distribution disruptions, severe weather conditions, and/or power plant outages.
3. Energy shortage conditions could jeopardize customers during periods when generating units breakdown and/or undergo scheduled maintenance.
4. Other energy shortages, such as interruption in supply of natural gas or petroleum fuels for automotive transportation and other industrial uses, may result from extreme weather conditions, strikes or international embargoes.
5. There may be widespread and prolonged electrical power failure degrading communications, disrupting traffic signals causing traffic gridlock and impacting public health and safety services.
6. There may be hoarding of fuel and rapid price escalation.
7. Tension in international relations and/or terrorism may also have an effect in supplying of natural gas or petroleum fuels.

C. ASSUMPTIONS

1. During periods of abnormal weather or multiple generating unit outages, generator capacity may be limited or may fall below customer demand.
2. Many local resources may be unavailable due to damage, inaccessibility and/or insufficient supply.
3. Water systems may be low affecting public health and safety. Firefighting capabilities may be severely curtailed or reduced and sewer systems may be completely destroyed and inoperative.
4. Coordination and direction of local efforts including volunteers may be required.
5. Access to damaged areas may be restricted to air.

D. CONCEPT OF OPERATIONS

1. General

- a. The West Virginia Office of Emergency Services (WVOES) will request that representative staff be available. The WVOES will identify which support agencies are needed and activate those agencies, as needed.
- b. The assets available will assist county emergency services and others with their emergency efforts to provide fuel and power and other necessary resources. Priorities for allocation of these assets will be to provide sufficient fuel supplies to state agencies, emergency response organizations, and areas along evacuation routes.
- c. The WVOES will communicate with utility representatives to determine the emergency response and recovery needs.
- d. In the event of a shortage of automotive transportation fuels or fuels needed for other industrial purposes, the WVOES will be responsible for coordinating with the appropriate industry trade groups, associations and the Energy Efficiency Program (EEP) of the West Virginia Development Office to obtain and essential fuel supplies.

2. Organization

- a. The Public Service Commission (PSC) will be the primary agency to respond to non-petroleum energy emergencies.
- b. The PSC will be responsible for assuring that electric and natural gas concerns are addressed.
- c. The PSC will maintain communications with electric and natural gas utilities and support agencies responding to and recovering from energy emergencies in the State of West Virginia.

3. Response Actions

- a. The American Red Cross and local emergency services offices will coordinate with the WVOES to identify specific emergency shelter power generation needs. The WVOES will coordinate with all supporting agencies to locate necessary local resources for emergency shelter power generation and backup.
- b. The WVOES will coordinate closely with local, other state agencies and federal agencies. Coordination is to include:
 - (1) Assessing energy system damage, supply, demand, and requirements to restore each system. The EEP maintains monthly supply volumes from prime suppliers and will supply fuel volume and supplier contact information to the EOC.
 - (2) Assist local and state agencies in obtaining fuel for transportation and energy operations. Fuel-saving actions are to be implemented by responding local and state agencies. The EEP will assist by working with neighboring states on coordinating regional responses to shortfall situations.
 - (3) Administer, or coordinate with the PSC, statutory authorities for energy priorities and allocations.
 - (4) Coordinate with support agencies for assistance in helping energy suppliers obtain information, escort, equipment, specialized labor, fuel, and transportation to repair or restore energy systems.

- (5) Disseminate, with assistance of the EEP, emergency energy information, education, and conservation guidance to public, private and governmental organizations and offices. All energy press releases are to be coordinated through the WVOES Public Information Officer (PIO).
- (6) Establish with local, state and federal officials and local energy suppliers, the priorities to restore damaged energy systems and availability of energy supply resource assistance.
- (7) Coordinate with the PSC to process all fuel and power assistance requests received from local jurisdictions.

E. ASSIGNMENTS OF RESPONSIBILITIES

1. State

a. The State Public Service Commission (PSC) will:

- (1) Prioritize needs for electric and natural gas utility restoration. Coordinate and direct the flow of resources with local support agencies.
- (2) Maintain contact with electric, gas, telephone and water utility companies serving emergency area(s) to obtain information about damage and assistance needed in their area(s).
- (3) Coordinate and communicate electrical and fuel needs to the WVOES regarding:
 - (a) generating capacity
 - (b) expected electric peak load
 - (c) geographic areas and number of customers that are expected to be most severely impacted, if available
 - (d) status of major generating unit outages
 - (e) expected duration of downtime (event)

- (4) Coordinate resource support to repair damaged energy systems.
- (5) Coordinate through the WVOES PIO, appropriate news releases to keep local news organizations, state agencies and the public informed of current status of electric generating capabilities and shortfalls.
- (6) Monitor repair procedures followed by individual utilities during energy generating capacity shortages to ensure that a coordinated statewide power action plan is established.
- (7) Determine West Virginia's generating capacity; expected peak loads; expected duration of emergency event; explanation of utilities' actions; and recommendations of state and local agency actions in support of the utilities.
- (8) Inform appropriate state and local news organizations about generating capacity shortfalls after coordination with WVOES PIO. Continue to provide updates to the WVOES and news agencies with accurate assessments of supply, demand, and requirements to repair or restore systems. Process press releases through WVOES PIO as established in Annex M, Public Information.
- (9) Receive and assess requests for aid from federal, state and local agencies, energy offices, energy suppliers, and distributors.
- (10) Keep accurate logs and other records of all emergency responses. Accomplish after-action reports and other reports as appropriate.
- (11) Review short-term recovery actions and develop long-term strategies for meeting State and local energy needs.

b. Department of Transportation will:

- (1) Coordinate transportation requests relating to energy requirements.
- (2) If resources allow, assist utility companies, which are hauling supplies to affected areas.

- c. West Virginia Office of Emergency Services (WVOES) will:
 - (1) Activate the EOC if conditions and requirements exceed local resources and state resources are needed.
 - (2) Assign state and local emergency response/damage assessment teams to the disaster area(s) to determine the extent of damage, industries involved, and the resources needed for energy restoration.
 - (3) Coordinate press releases concerning energy related issues using procedures outlined in Annex M, Public Information.
 - (4) Coordinate and communicate specific energy needs and requirements with county emergency service offices.
 - (5) Will have primary responsibility for the annual update of this annex.
- d. West Virginia Adjutant General's Office will:
 - (1) Perform as primary agency for military support.
 - (2) Provide bulk fuel dispensing, as resources allow.
 - (3) Provide emergency generator support, as resources allow.
- e. West Virginia Development Office EEP will:
 - Serve as state liaison with the U.S. Department of Energy.

2. Federal

The U.S. Department of Energy will implement, as required, emergency related functions under the Federal Response Plan.

F. ADMINISTRATION AND LOGISTICS

- 1. The State PSC will provide sufficient staffing to the State EOC, as needed.
- 2. The West Virginia Development Office EEP will provide sufficient staffing to the State EOC, as needed.

G. AUTHORITIES AND REFERENCES

1. West Virginia Code, Chapter 5A, Article 6, as amended
2. West Virginia Code, Chapter 5B, Article 2, as amended
3. West Virginia Code, Chapter 15, Article 5, as amended
4. West Virginia Code, Chapter 24, Article 2, as amended
5. Commonwealth of Virginia Emergency Operations Plan, as amended
6. State of Delaware Emergency Operations Plan, as amended
7. State of West Virginia Petroleum Emergency Contingency Plan, as amended